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23 June 1955

TO: Deputy Director (Support)

SUBJECT: Report of Survey of the Office of the Director of Personnel, the Office of the Executive Officer and the Office of the Deputy Director of Personnel for Planning and Development.

1. THE PROBLEM:

To determine the most effective organization for the directive, executive and staff elements necessary to the operation of the Office of Personnel; to delineate the specific functional responsibilities of each proposed element; and to recommend an adequate staff.

2. FACTS BEARING ON THE PROBLEM:

- a. The Management Staff, as a preliminary step in the survey of the Office of Personnel, studied the structure and functions at office, staff and division level in order to determine (1) the specific activities being performed by each element of the organization, (2) any functional redistribution believed advisable in order to strengthen the operations, and (3) the organizational structure which should be recommended for the Office. At the conclusion of the preliminary survey, the Staff presented its tentative recommendations to the Director of Personnel. With certain mutually agreeable adjustments, the recommendations were concurred in at this level. They were then presented informally to the Deputy Director (Support) and received his concurrence. Following this, a detailed survey is being conducted in each element. This presentation includes the survey of the directive, executive and staff elements because of their inherent inter-relationships - other studies will cover the individual divisions as they are completed.
- b. The top echelon of the Office of Personnel was formerly divided into the following segments:
 - (1) Assistant Director for Personnel - later changed to Director of Personnel:
 - (a) This element included the Director, the Deputy, the Executive Officer, their secretaries and a portion of the administrative personnel necessary to Office of Personnel operations, plus four support positions.

- (2) Special Contracting, Allowances and Processing Staff

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(3) Planning and Analysis Staff:

- (a) This staff included a Chief, a Plans Branch, a Mobilization Branch, an Analysis Branch, and a Statistical Branch.

(4) Career Service Staff:

- (a) A group of nine positions concerned with providing, for the Director, executive secretariat and clerical support to certain Agency level Boards and Councils and in the processing of applicants for the Agency Career Service.

c. The preliminary survey recommended the following basic changes:

- (1) Separation of the offices and functions of the Director and the Executive Officer, and the centralization of executive/administrative responsibility under the Executive Officer.
- (2) Transfer of the Special Contracting, Allowances and Processing activity to division status - to be called Contract Personnel Division.
- (3) The realignment of staff functions under a Deputy Director of Personnel for Planning and Development in order to increase the stature of these activities, to include:
 - (a) A small, strong Plans Staff, stripped of administrative minutia.
 - (b) A small personnel mobilization group.
 - (c) A small group responsible for the correlation and coordination of career service matters and administration of the Junior and Senior Career Development programs.
 - (d) Continuation of the group engaged in processing applicants for Career Service status.

3. DISCUSSION:

- a. In an organization of the size of this Office, it is generally advantageous to separate the directive and executive/administrative elements in order to identify the positions concerned with each function and to reduce to a minimum the number of positions charged to a Director. Further, responsibility for administrative activities should be centralized to the maximum extent feasible in order to assure their performance by persons of a grade proportionate to the particular duty. In this case administrative duties were performed by the staff of the Director, by personnel of the Plans Staff and elsewhere.

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- b. The Office of the Director of Personnel actually involves three positions - the Director, the Deputy Director and a secretarial position, plus, in this instance, four positions concerned in a liaison capacity with DD/S-DD/P operations.
- c. The Office of the Executive Officer is proposed as an organizational entity to assume responsibility for the executive/administrative activities usually associated with such office and as detailed in the functional statements recommended for this element.
- d. The former Special Contracting, Allowances and Processing Staff was actually an operating element performing a routine, though important, function. Its location as a Staff tended to falsely increase the overhead T/O's of the Office as compared to the T/O's of the operating elements.
- e. In attempting to determine the best means of strengthening the true staff activities, the following pertinent facts were considered:
 - (1) The former structure of the Office of Personnel reflected two staff type groups - a Planning and Analysis Staff and a Career Service Staff, the latter element being a solo operation. The Planning and Analysis Staff was organized into the following elements:

Office of the Chief
Plans Branch
Analysis Branch
Mobilization Branch
Statistical Reporting Branch.

Examination of this complex, its stated functions, actual activities and approved T/O distributions, convinced the survey team that the two major elements could be merged under one Chief; that the statistical operations belonged in the support element (Records and Services Division); that all administrative/housekeeping/support activities being performed by Plans Staff personnel should be transferred to the Executive Office; that the position and grade structure of the Plans Branch precluded the appointment of persons having a sufficiently broad experience and training background to satisfactorily carry out its primary mission; and that the entire staff complex should be re-organized under the direction of a Deputy Director in order to lend stature and effect to the level of activity which should be expected from the Staff.

- (2) Consideration of Office of Personnel activities in connection with the Career Service program, discussions with personnel within and without the Office, and a review of pertinent regulations, led the survey team to believe that more concentrated high level attention

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should be focused on liaison, coordination and correlation among the several Career Services, Boards and Panels, and between them and the CIA Career Council, in matters effecting policy, instructions, guidance, performance, etc. It appeared that the former system did not provide for this necessary service. For this reason, a small element was provided in the reorganization plan, under the title "Development Staff", to perform in this capacity and, in addition, administer the Junior and Senior Career Development programs.

- f. It is believed that there is need on the part of all concerned to recognize a new and broader concept concerning the true functions and real responsibilities which should be located in a Staff element, and as to the background qualifications required in staffing such element. In the case of the staff structure proposed for the Office of Personnel, each of the four groups (Plans, Mobilization, Development and Selection) must provide leadership in its special field, and recommendations, guidance and support to the Director of Personnel, and through him, to the Agency as a whole, in the form of recommended policies, directives, solutions to problem areas, coordination and correlation within and/or among other high level staff and operating components and officials. The Director of Personnel should be able to rely completely upon the recommendations of his staff, within their particular specialties; otherwise his staff can easily lead him into situations wherein he would be embarrassed and the Agency's interest endangered. It is obvious that only persons having senior status and years of successful and varied experience behind them are equipped for top staff positions. Lesser qualifications are adequate within the more limited scope of branch or division operations, where responsibility is limited to one particular field of interest and where personnel are controlled by regulation and supervision. The scope of staff responsibility as to establishment of policy, development of regulatory material, and recommendation as to the position to be taken by the Director in certain matters, cuts across all fields of interest in the Agency. Decisions must be based on knowledge of the activities, successes and failures, of other organizations and the workable blending of the desirable, the operationally feasible and the possible actions of organized elements and individuals. There is evidence of unreasonable time lag in the matter of coordinating regulatory material and policy statements, which could not exist had these proposals been soundly developed and processed by senior qualified staff personnel, able and willing to deal understandingly with the operating officials and make mutually agreeable decisions where adjustments or compromises appeared expedient.
- g. The part to be played by the Office of Personnel in planning to staff out the personnel requirements for Agency operations in the event of a national emergency is very definite. Such planning requires the attention of a small, specially qualified group. A Mobilization Branch was reflected in the former Planning Staff. However, this element does not

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seem to have made much headway. The program should have special attention in order that the Office of Personnel may not fail in its part of the overall plan.

- h. The functions of the former Career Service Staff were, and will continue to be, divided between staff and support implications. Policy recommendations to the Director of Personnel, and through him to the CIA Selection Board, and the development of regulations in implementation of approved policies concerning membership in the Agency Career Staff, are staff activities. The routine administrative/clerical activities of this group in processing applicants for the Career Staff are in the nature of support to the Director of Personnel in his capacity as Chairman of the CIA Selection Board. This latter activity is now at a peak as a result of the three year service requirement for applications and its relation to the peak year in Agency recruitment. Since the combined staff for these two functions is small (9 positions recommended), and since the functions are closely related to the personal responsibility of the Director of Personnel, and are not particularly associated with the functions of the operating divisions in the Office of Personnel, they are properly assigned at staff level.

4. CONCLUSIONS

- a. The following rearrangement in the directive, executive, staff and administrative elements and activities of the Office of Personnel, including a change in concept as it concerns staff activity, is desirable.
- (1) The Office of the Director should reflect only the positions of Director, Deputy Director and their personal secretary - plus, in this instance, the four support positions related to DDS/DDP coordination.
 - (2) The Executive Officer should be reflected as an organizational entity and given functional responsibility, and staff, to perform the executive/administrative/clerical duties common to all major components.
 - (3) True staff functions should be delineated clearly, grouped as to their relationships and assigned to appropriately constituted elements, under the central direction of a Deputy Director in order to lend stature to the activities and the persons selected to man these groups. All overall administrative/clerical/housekeeping activities should be rigidly excluded from performance by personnel in this element. The following structure, if staffed and operated as conceived, will provide the Director with adequate staff support:

Deputy Director of Personnel for Planning and Development
Plans Staff
Mobilization Staff
Development Staff
Selection Staff

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- (4) The former Special Contracting, Allowances and Processing Staff is actually not by nature a staff and should be relocated and operated at division level.
- (5) The Statistical Reporting Branch of the former Planning and Analysis Staff is actually a routine support group and as such is more properly assigned as a Branch of Records and Services Division.
- (6) The distinction made in creating both a Plans Branch and an Analysis Branch in the former Planning and Analysis Staff does not appear to have much justification. The functions are combined in the concept of the Plans Staff, par. 4a(3) above.
- (7) The Director of Personnel must insist that his DD/P/PD and the Mobilization Staff comply with the functional responsibility assigned to this unit. The positions in this group should be filled with persons having ample qualifications and experience in this field.
- (8) There is need to re-evaluate the concept of the planning function and its relation to, and responsibility for support of, the Director of Personnel and, in turn, the Agency personnel management system. It is obvious that the requirements, performance wise, placed on the former planning staff have not been at a level envisioned by the title and functions assigned. Sufficient evidence to justify this conclusion may be found in the grade levels assigned to the staff, the limited background of a portion of the personnel accepted to perform its functions, the executive/administrative activities performed by the staff, and the fact that policy and regulatory announcements proposed by the staff have been delayed for long periods of time in the development and coordination stages. This last and primary problem would not exist in a staff which possessed sufficient background experience, seniority and grade prestige to (a) develop initial documents in a manner combining pure theory and operational practicality, and (b) to obtain the concurrence of top operating officials, and know when and on what points to make an acceptable compromise in order to get a sign-off quickly without endangering the basic policy or regulation.

5. RECOMMENDATIONS:

It is recommended that:

- a. The super structure of the Office of Personnel consist of the following elements - See Tab A - Organization Chart:


Office of the Director
The Executive Office
Deputy Director of Personnel for Planning and Development
Plans Staff
Mobilization Staff
Development Staff
Selection Staff

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- b. The functional responsibilities proposed for each element be approved - See Tab B.
- c. That the T/O developed for the above structure be approved - See Tab C.

- Note: 1. This T/O has been examined by the Position Evaluation Division and approved as to titles and grades.
2. This T/O reflects an increase of two positions in the overall structure - one stenographic position in the Executive Office and one technical position in the Selection Staff to accelerate the acceptance processing.
3. The Office of Personnel estimates the FY 1956 budget increase at approximately \$60,000. However, this increase is based on a comparison of the proposed T/O with actual FY 1955 costs and, of course, for 1955 the Special Support Assistant and his staff were charged to Personnel for considerably less than half of the fiscal year. The increase brought about by the proposed T/O would be limited to the cost of the two additional positions mentioned in Note 2 above and the cost of the grade changes involved.


Chief, Management Staff

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ATTACHMENTS:

- Tab A - Organization Chart
Tab B - Functional Statements
Tab C - Staffing Pattern

CONCURRENCE:

Director of Personnel

Date

ACTION BY APPROVING AUTHORITY

APPROVED:

Deputy Director (Support)